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ment the papers of industrial engineers whose philosophy and practice differ widely from those of the Taylor group proper. A study of the index of edited articles will show that place has been also allotted here to spokesmen without the magic circle. Mr. Thompson is, however, a professed pleader for this group of men, and this must in all fairness be kept in mind by the reader. For the sake of illustrating this point the reviewer would ask that the short historical sketch outlined above be read side by side with an article from the pen of Mr. C. B. Going covering the same field (*Transactions of the Efficiency Society*, I, 11).

In closing the review it may not be amiss to call attention to one or two of "the more significant articles" which are now for the first time available to the general reader. For the factually minded investigator the paper by Lieutenant Frank W. Sterling (p. 296), reprinted by the permission of the American Society of Naval Engineers, is a masterpiece. The reviewer has discovered no better introduction to the mysteries of the planning department of a plant operating under scientific management. Finally, as a reaction against the ever-present tendency to regard works-management as something purely mechanical in nature, the reader is asked to study carefully the spirit and content of two articles which emphasize the personal factor existing in all organization problems, the one by Professor D. S. Kimball (p. 734), "Another Side of Efficiency Engineering," the other that in which Mr. James M. Dodge deals with "The Spirit in Which Scientific Management Should Be Approached" (p. 286).

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*Out of Work: A Study of Unemployment.* By FRANCES A. KELLOR.  
New York: Putnam, 1915. 8vo, pp. xiii+569. \$1.50.

Unemployment in America in 1913, 1914, and 1915 has compelled the startled attention of the public. The author of *Out of Work* has revised and supplemented her study, first published in 1904, to comprehend the manifestations of unemployment today and to describe and urge remedial measures. Miss Kellor hopes that through the book attention may be directed to this national problem and a governmental solution worked out. Her conclusion is the proposal of two definite and practical programs of action.

By unemployment the author means involuntary idleness, not due to a refusal to accept a wage rate lower or a condition less favorable than the wages and conditions in which workmen are habitually employed. A distinction is made between the unemployed—an industrial problem—and the unemployed—a relief problem. Industry and prosperity have refused to consider

unemployment a problem for them to solve. This aloofness and the illusion that "any man who really wants a job can get one" are dispelled by accounts of "the New York Municipal Lodging House taxed to double its capacity, of icy piers full of sleeping men, of the morgue of New York City opened that the homeless living might sleep beside the unknown dead." Bread-lines, beds on saloon floors, the army of unemployed men, riots, all testify to the existence of unemployment. Our census data on this subject are fourteen years old, and with no other reliable records nothing can be definitely said as to the volume of unemployment; but no one can read these pages and doubt that the area over which it is spread, as well as its volume, is great.

The causes of unemployment have not been analyzed fully nor agreed upon. There is more agreement as to the social effects. Casual labor (but one of the phases of unemployment) leads to vagrancy and pauperism, demoralizes the family group, and breeds vice and intemperance, while its cost to industry in loss of time and skill is enormous. To complicate the problem we have women, children, and immigrants flooding the market with unskilled and cheaper labor. With regard to the women, there must be considered the effect of their work on the home and on the community, and the lack of organization which makes them easier to exploit. The children should receive more industrial training and vocational guidance, while the age of work should be raised from fourteen to sixteen years. The question of the immigrant is that of the desirability of having an alien group contributing to industry but shut off from the society ideals and standards.

The labor market of America is shown to be in its methods costly, wasteful, and inadequate. The unregulated private agency, often connected with a saloon or a house of prostitution, the anti-American padrone system, the unintelligent intelligence office for unskilled labor, the trade unions and employers' associations for skilled labor, the public employment agency for both, are vividly described from personal investigations, and their failure even to approach a suitable handling of labor is shown. Government regulation, it is pointed out, has heretofore aimed at the removal of flagrant evils already well grown rather than at constructive work, while philanthropy is often only an addition to the chaos, considered as unbusinesslike by employers and as charity by the employees.

In a so-called "short-time" program for immediate adoption, Miss Kellor suggests federal employment bureaus to distribute the labor burden, organized efforts by both national and local governments to push ahead work that is being held back by red tape, the employment of men on part-time standard wages, and, further, the sending of settlers to the land, using the Departments of Agriculture and the Interior in the distribution, and instituting a loan fund for transportation and colonization.

The "long-time" program reflects the modern point of view that prevention is more valuable to the community than attempted cures. The plan is worked out in detail, but perhaps the main lines developed may be suggested

by an enumeration of the "five interlocking divisions"—the collection and analysis of accurate information; the organization of the labor market; industrial organization looking toward the reduction of seasonal and casual labor; the direction of workers into industries; and some form of unemployment insurance.

Children in "blind-alley" trades; women the sole supports of homes, underpaid, discharged, or laid off in haphazard fashion, the victims of unstandardized hours and wages; immigrants taking indiscriminately the first job offered: these are some of the labor problems America must face. Attempts to solve them cannot long be delayed. A miraculous panacea is not expected, but the desultory methods of the past must be replaced by something more intelligent and more direct.

The programs urged in *Out of Work* may not be included in the method that finally solves the problem. But through attempts to use these programs larger vision may come, and in that sense such pioneer contributions as Miss Kellor's may claim an especial inspirational value.

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*America and the New World-State.* By NORMAN ANGELL. New York: Putnam, 1915. 8vo, pp. x+305. \$1.25.

As a permanent basis of peace Mr. Angell pins his faith to the creation of a new world-state in which America is to take the central place. The two objections to this suggestion—first, that it is a violation of this country's traditional policy, and, second, that it involves her in a militarist system—are considered in the first two chapters. The author claims that America's traditional policy of isolation should be ended, that commercially, intellectually, and morally she is affected by what happens in Europe, and that in order to defend her civilization against militarism she must play an active part in international affairs. This is the proposition: "That America shall use her influence to secure the abandonment by the Powers of Christendom of rival group alliances and the creation instead of an alliance of all the civilized powers having as its aim some common action—not necessarily military—which will constitute a collective guaranty of each against aggression" (pp. 25-26). America is to be backed, not by armies, but by non-military forces, such as the threat of absolute boycott of the offending country. The efficiency of such forces is shown by the power of moral sanctions in international affairs, as evidenced by Germany's actions with respect to the good-will of the United States in the present war.

Prussian militarism must be destroyed, not by arms, but by persuasion. Mr. Angell insists that it is necessary for the allies to defeat Germany in the present war, but that when defeated, her territory should be left intact and she should be persuaded to join the world-state. Prussianism is an idea and cannot be destroyed by force of arms. Moreover it is not confined to Germany: